

Magnuson Park Wetlands, Habitat and Athletic Fields Master Plan

Phase 2 Developments and Funding Plan

In June 2004, the Seattle City Council adopted the Magnuson Park Wetlands and Wildlife Habitat and Athletic Fields Complex Master Plan (Ordinance 121502). The Master Plan envisions the development of a 65-acre wetland and habitat complex, a 15-acre multi-purpose activity meadow, a nine-field athletic complex, and related trails, parking, restrooms, and other park amenities. The adoption of the Master Plan was the culmination of many years of planning, including the adoption (1999) and amendment (2001) of a Concept Design, and the completion of an Environmental Impact Statement (2002), a Supplemental EIS (2003), and an Addendum to the EIS (2003).

In 2005, following additional public process, the Council approved an exemption to the city's development standards to allow for the lighting of four athletic fields. Since the adoption of the Master Plan, construction has been substantially completed on Phase 1, which included a portion of the multipurpose activity meadow and a portion of the upland habitat improvements.

The purpose of this Phase 2 Developments and Funding Plan is to define the second phase of construction for the project and describe its funding. Given the size, cost, and complexity of the Master Plan, it has always been anticipated that it would be a phased construction project. The EIS stated that construction phasing would be based on the following criteria: location of specific activities on the site; construction access and constructability; priority for use of the facility; construction interdependence; and the availability of funding. It is intended that each phase be a "stand-alone" project that is not reliant upon future phases or funding to be fully functional.

PHASE 1:

Construction of Phase 1 is completed. It included the renovation of the existing sports meadow to its current size of 11.5 acres, construction of a new 12-foot-wide foot trail around the perimeter of the meadow, installation of 1.6 acres of shrubs and other upland planting adjacent to the meadow, and restoration of .45 acres of upland habitat that was added to the Phase 1 project per the direction of the Council adopted ordinance. The multi-purpose meadow will open in 2007 for active use after the grass has established itself.

A subset of Phase 1 entails the demolition of the commissary complex of buildings (down to but not including footings/slabs). The 107,000 square foot commissary building is located over the westernmost portions of the proposed promontory ponds of Phase 2. Its demolition is necessary before proceeding with Phase 2 to allow full construction of the promontory ponds. (Partial demolition of the commissary footings/slab will be completed as part of Phase 2 to allow excavation of the ponds.) Other smaller buildings are located

where future sports fields and parking lot improvements will be made. The demolition is scheduled to be completed in 2nd quarter 2006.

PHASE 2:

Phase 2 is consistent with the phasing strategy outlined in the EIS and presented to the City Council during the review and adoption of the Master Plan ordinance. The EIS and Addendum described Phase 2 as:

... the first of two mass-grading mobilizations that would provide fill for the sub-grades for the proposed synthetic-surfaced athletic fields." This phase would include the construction of parking and road improvements, athletic fields, structures and the promontory ponds and southern marsh ponds portions of the new wetland/habitat complex. (EIS, pp.2-39)

The EIS Addendum and subsequent presentations to Council indicated that Phase 2 would consist of a soccer field, a rugby field, and wetlands developed in the northern portion of the master plan area. One 90-foot and one 60-foot baseball diamond, the promontory ponds, and the marsh ponds would be developed in the southern portion of the master plan area (Figure 1). Phase 2 uses existing road and parking facilities on site and provides the site for a future environmental learning annex. The EIS stated:

"... sub-grades for additional athletic fields would be prepared to the extent that this phase of habitat complex grading would allow, but the remaining fields themselves would be developed in later phases. (EIS pp. 2-39)

Since adoption of the Master Plan, the design team has completed the wetland delineation and developed detailed designs for Phase 2 of the project. The citizen Project Advisory Team (PAT) has met regularly and provided valuable input on the Phase 2 components. The project team has revised cost estimates, assessed the funding available, and developed a detailed project scope for Phase 2.

During Phase 2 design and in consultation with the PAT, the project was further developed to remain consistent with the master plan while being adjusted to further reduce adverse impacts. These adjustments include shifting field six to the north and rotating field nine and shifting it to the north, in both cases reducing direct wetland impacts. A new wetland complex called "the entrance marshes" was added south of fields six and nine. This increased the total new wetland area in the project, made a connection to valuable upland forest to the west of the project area, and allowed the daylighting of a portion of the site's storm water flow to be integrated into the wetland complex. The new entrance marshes are a permanent feature and have been designed to remain unchanged with completion of all future phases. In addition to new wetlands, new biofiltration areas have been added to capture and treat storm water runoff from exiting parking and roadways adjacent to the existing commissary.

A detailed summary of Phase 2, as displayed on figure 2, includes:

- Elimination of approximately 12.4 acres of impervious asphalt/concrete paving;
- Fill of six acres of low functioning wetland*;

- Enhancement of 4.01-acres of existing wetland areas*;
- Creation of 10.04-acres of new wetland areas*;
- 23.5 total acres of habitat enhancement*;
- 1.45 acres of paved pedestrian walkways;
- .85 acres of gravel pedestrian trails and bridges;
- Construction of a synthetic surface rugby field with lights;
- Construction of a synthetic surface soccer field with lights;
- Construction of a 60-foot softball diamond with lights (synthetic surface infield, grass outfield);
- Construction of a 90-foot baseball diamond without lights (synthetic surface infield, grass outfield);
- Various new utility services;
- Public art;
- Environmental education opportunities and interpretive overlooks;
- Sub-grading for one soccer field*; and
- New and enhanced wetlands along the projects eastern edge and an expanded entrance marsh. *

** Exact dimensions and quantities of these (*) elements are dependent on final federal and local permits.*

Several elements of note were identified as high priorities by the Project Advisory Team (PAT) but are not included in Phase 2 and are outside the Phase 2 limits.

Improvements to the 65th Street entrance: The 65th Street entrance to Magnuson Park has functioned acceptably since the mid-1970s. While functional in its existing state, it is recognized that the park would benefit greatly from the entry improvements identified in the master plan, including improvements for vehicles, bikes, and pedestrians. It is not included in this phase, however, due to limited funding. The funding sources, as described below, call for athletic field and wetland improvements and are not targeted for access improvements. If new funding becomes available, access improvements will be considered. Improvements to 65th Street can be broken into 2 different categories. The first is vehicular, which would involve SDOT right of way (ROW) and significant engineering, permitting and construction costs. The second is pedestrian and bike improvements that can be completed largely independent of the SDOT ROW and at significantly less complexity and cost. The Project Advisory Team (PAT) identified both as important elements, but recognized pedestrian and bike safety as the priority, unanimously recommending:

The design team explore options to help reduce the pedestrian/vehicle conflict on 65th St. by routing pedestrians onto existing asphalt parking on the north side of 65th, through the use of signage, striping, temporary barriers or other low cost methods. (November 15, 2005)

As described below, Parks is exploring additional funding options for adding access improvements to the currently funded project.

Removal of the interior road and parking lot: The PAT also unanimously approved a motion to,

Recommend the removal of the internal parking lot and access road. [They] acknowledged this is outside the scope of Phase 2 but feel this will limit potential vandalism to the newly constructed sports meadow and greatly improve habitat values for minimal costs. [They] strongly urge the City to find additional funds to support this action as a subset of Phase 2. (November 15, 2005)

The removal of the central parking lot and roadway are key parts of the Master Plan to create habitat improvements, but the PAT recognizes it is outside of the scope of Phase 2 as currently funded. In addition to the financial considerations associated with this scope, there are several parks operations and access issues that need to be addressed prior to the complete removal of the road and parking. The issue of access to the existing tennis courts and parking during peak use times needs to be resolved. There is likely to be a substantial reaction by park users to the removal of this parking, and it needs to be more broadly vetted before being implemented. Parks is exploring other funding options for making these improvements that would resolve other likely public concerns.

Restroom at south end of park: The PAT recognized that Magnuson Park is being developed to be a more enjoyable place where people will want to spend more time. Additional restroom facilities are important to the overall enjoyment of the park. The PAT recommended these be a high priority for additional funding.

Phase 2 Tentative Schedule:

Submit JARPA application – January 2006

Submit MUP application – January 2006

Construction documents completed – April 2006

Bid advertised – May 2006

Bid awarded – June 2006

Construction begins – Fall 2006, Permit dependent

Physical completion – Fall 2007

Open for public use – Portions of the park will open in fall of 2007 with full opening in Spring 2008

Monitoring – A minimum of five years from project completion with additional monitoring likely. For monitoring details, see the Phase 2 Monitoring and Adaptive Management Plan (February 2006) and the Wetland Compensation Plan (January, 2006).

Funding

Funds available for the partial implementation of the Master Plan come from a variety of sources (Table 1). Since the late 1990s, funding has been allocated for specific portions of the Master Plan project. The combined total has accumulated to \$16,490,000, 83 percent of which was approved in the Pro Parks Levy by voters in 2000. Only \$5.5 million of the total funds have been expended or encumbered as of the end of 2005 for planning, concept design development, environmental review, legal challenges, plan adoption, and

Appendix 3:
Phase 2 Funding and Development Plan

construction of Phase 1. Just under \$11 million of existing funds remain to complete the construction of Phase 2.

TABLE 1: DISTRIBUTION OF FUNDING			
<i>Funds available</i>	<i>Athletic Fields</i>	<i>Wetland/Habitat</i>	<i>Total</i>
2000 Pro Parks Levy	\$9,279,000	\$3,000,000	\$12,279,000
2000 Levy Inflation – playfields	\$1,382,207		\$1,382,207
Cumulative Reserve Fund (REET2)	\$529,000		\$529,000
State Grant	\$300,000	\$500,000	\$800,000
CRF Neighborhood Response	\$12,500	\$12,500	\$25,000
Shoreline Park Improvement Fund		\$500,000	\$500,000
King County DNR Grant		\$50,000	\$50,000
SPU Art Funding	\$20,000	\$20,000	\$40,000
Cum Reserve Fund (2005 spec)	\$400,000	\$400,000	\$800,000
Total	\$11,922,707	\$4,482,500	\$16,405,207
<i>Share of total</i>	<i>73%</i>	<i>27%</i>	
Expended through 11/05			
Planning, Design, Env Rev (through 12/31/04)	\$1,002,377	\$1,030,324	\$2,032,701
Phase 2 Design Dev, Permits, CDs (post 1/1/05)	\$1,061,628	\$454,983	\$1,516,611
Demolition – Commissary complex			
Construction – Phase 1	\$2,017,482		\$2,017,482
Total	\$4,081,487	\$1,485,307	\$5,566,794
<i>Portion of total funds available</i>	<i>34%</i>	<i>33%</i>	
Funds available for Phase 2	\$7,841,220	\$2,997,193	\$10,838,413
<i>Share of remaining</i>	<i>73%</i>	<i>27%</i>	

Pro Parks Levy: The largest source of funds is the 2000 Parks Levy approved by voters in 2000 for park improvements throughout the city. The levy included funding for developing approximately five athletic fields (\$9,279,000) and a portion of the wetlands (\$3,000,000) at Magnuson Park. In 2005, an additional \$1,382,000 was allocated to the athletic field project to cover inflation allowance associated with this category of projects in the levy. The wetland category of projects was not allocated an inflation allowance by the voters. A portion of these funds has been spent on design and environmental review and on construction of Phase 1, the multi-purpose activity meadow.

Cumulative Reserve Fund (CRF): CRF funds are intended to support the major maintenance needs of city facilities. They have been allocated for major maintenance of existing sportsfields at Magnuson Park (\$614,000), the entrance at NE 65th Street and Sand Point Way NE (\$25,000), and demolition of the commissary complex (\$800,000). The CRF funds for the existing sportsfields have been expended on the Phase 1 construction.

State Grants: Parks has received two state grants, one from the Interagency Committee for Recreation (\$300,000) for the multi-purpose sports meadow, and the other from the State

Department of Trade and Economic Development (\$500,000) for design of the wetlands, some minor trail improvements, pavement removal, and demolition of a small building. These funds have been expended during the design phase and the construction of Phase 1.

Shoreline Park Improvement Fund: This fund source was created as mitigation for the construction of the King County/Metro sewage treatment facility at Discovery Park. Funds were distributed to shoreline improvement projects around Seattle. These funds were used to further the design and environmental review process.

King County Department of Natural Resources Grant: This is a competitive grant that Parks staff successfully applied for. It will fund installation of plants in support of the wetland and habitat area.

The remaining funds are sufficient to construct Phase 2 of the project as described above.

Project Cost Estimates

Current cost estimates for the Phase 2 work are shown below in Table 2. While funding is differentiated by wetland/habitat and athletic fields, the integrated nature of the project makes such distinctions difficult to break accurately into differing categories of construction costs. Costs reflected here are broken down based on construction actions, most of which are shared between wetland/habitat and athletic fields, though some clearly fall into one category or another. These cost estimates are subject to change as final construction documents are prepared and bids are received. If actual construction bids are below cost estimates, the design team will review what could be added to the scope of the project from the following priority list. If the construction bids are higher than the cost estimates, then the scope of the project will be reduced to match the bid amount by first looking at reducing the amount of sub-grade installed for the second soccer field and reducing the area of new wetland and habitat being developed as mitigation for the portion of that field being constructed in existing wetlands.

Table 2: Phase 2 Cost Estimates	
Item	Cost
Demolition	\$672,510
Site Preparation	\$884,848
Site Development	\$693,337
Utilities	\$201,935
Athletic Fields	\$2,772,000
Electrical	\$647,570
Irrigation	\$673,375
Planting	\$1,488,750
Design contingency, misc. markups, admin	\$2,019,312
Tax on construction	\$784,776
TOTAL	\$10,838,413
<i>Based on 50% construction drawings -- Subject to change as bid documents are finalized and bids are received.</i>	

Additional Phase 2 Opportunities and Potential Funding Sources

As true construction costs are determined and additional funds are identified, Phase 2 may be amended to incorporate additional components. These components may be either additional elements or upgrades within the existing Phase 2 scope, or new program opportunities expanding the Phase 2 scope. There are numerous components of the Master Plan that are of high priority to Parks and the PAT, but for which there is no current funding. Efforts are under way to secure additional funding. The ability to alter the scope of Phase 2 will depend on the exact requirements and timing of new fund sources, permitting complexity, and overall importance to the park as a whole. The first three items noted were identified as priorities by the PAT should additional funding become available (though there was a recognition that funding sources may be tied to specific improvements regardless of the PAT's prioritization). Additional Phase 2 opportunities and potential funding sources include (in no order of priority):

65th Street pedestrian entrance trail improvement: The City anticipates applying to the Interagency for Outdoor Recreation (IAC) for funding to create a separate ADA-accessible entrance adjacent to 65th Street into the park. This application is due in mid-2006 with funding available in 2007. Estimated cost is \$500,000.

Interior roadway and parking lot removal: Seattle Public Utilities has in recent years funded a program for removal of impervious surface. Parks staff is investigating this as a funding opportunity. The project would include removal of the paved surface, creation of the wetland and habitat components, and replacement of the lost parking at the swimming beach parking lot. Cost estimates have been prepared at this time.

Additional south park restrooms: The inclusion of new public restrooms in the south area of the park was proposed in the master plan to serve both field users and the visitors to the promontory pond area. While not currently part of the Phase 2 scope (for both budget and construction staging/demo reasons), such restroom requests could be met by opening and upgrading the existing unused restroom facilities located in the lone building to remain in the commissary complex, which was intended to serve as a parks maintenance shed until future phases are pursued. The estimated cost is \$150,000.

Construction of a fifth athletic field: The current funding for Phase 2 includes the development of four fields, three of which would have lights. The City Council has approved four fields to be developed with lights in phase 2. A fund raising effort led by the Seattle Youth Soccer Association is under way to raise funds from private sources and grants to fund an additional soccer field with synthetic surface and lights, consistent with the Master Plan and City Council approvals. The estimated cost is \$1,200,000.

Expansion of wetland and habitat components: Applications are currently being prepared to the National Fish and Wildlife Foundation (\$150,000) and the IAC (\$500,000) for funds to expand the scope of the wetland and habitat component of the plan, including additional wetland learning opportunities, interpretive stations, and viewpoints. There is some

flexibility depending on the size of any grant Parks might receive. The project could include enhancing additional existing wetland areas and possibly expanding on the marsh pond areas that are already part of Phase 2.

Upgrading steel field lighting poles to concrete: The current design proposes use of steel light pole standards for field lighting. Upgrading the light poles reduces long-term maintenance costs, and results in an improved synthetic. The estimated cost is \$170,000.

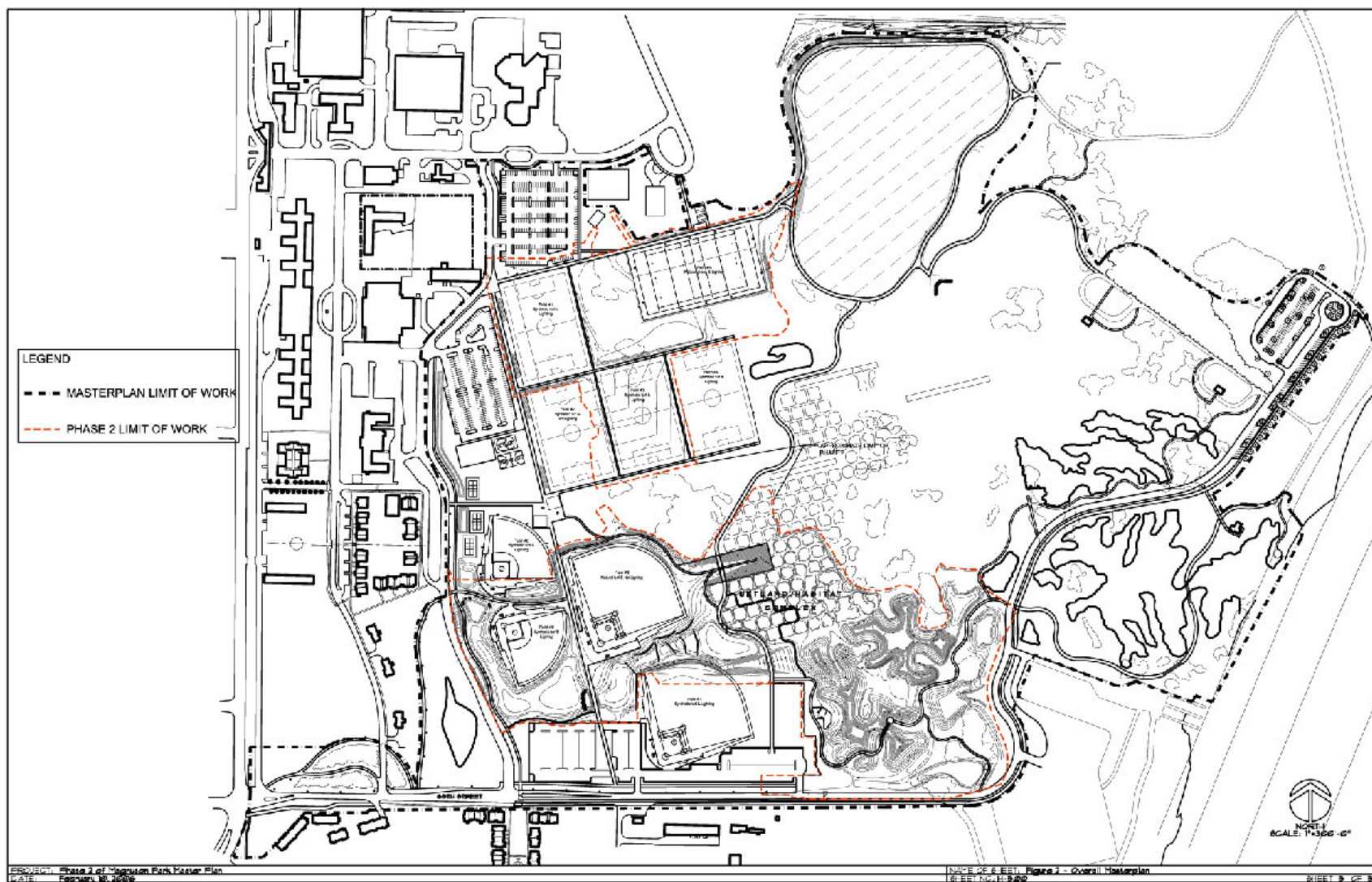


Figure 1: Phase 2 boundaries in Context of Master Plan

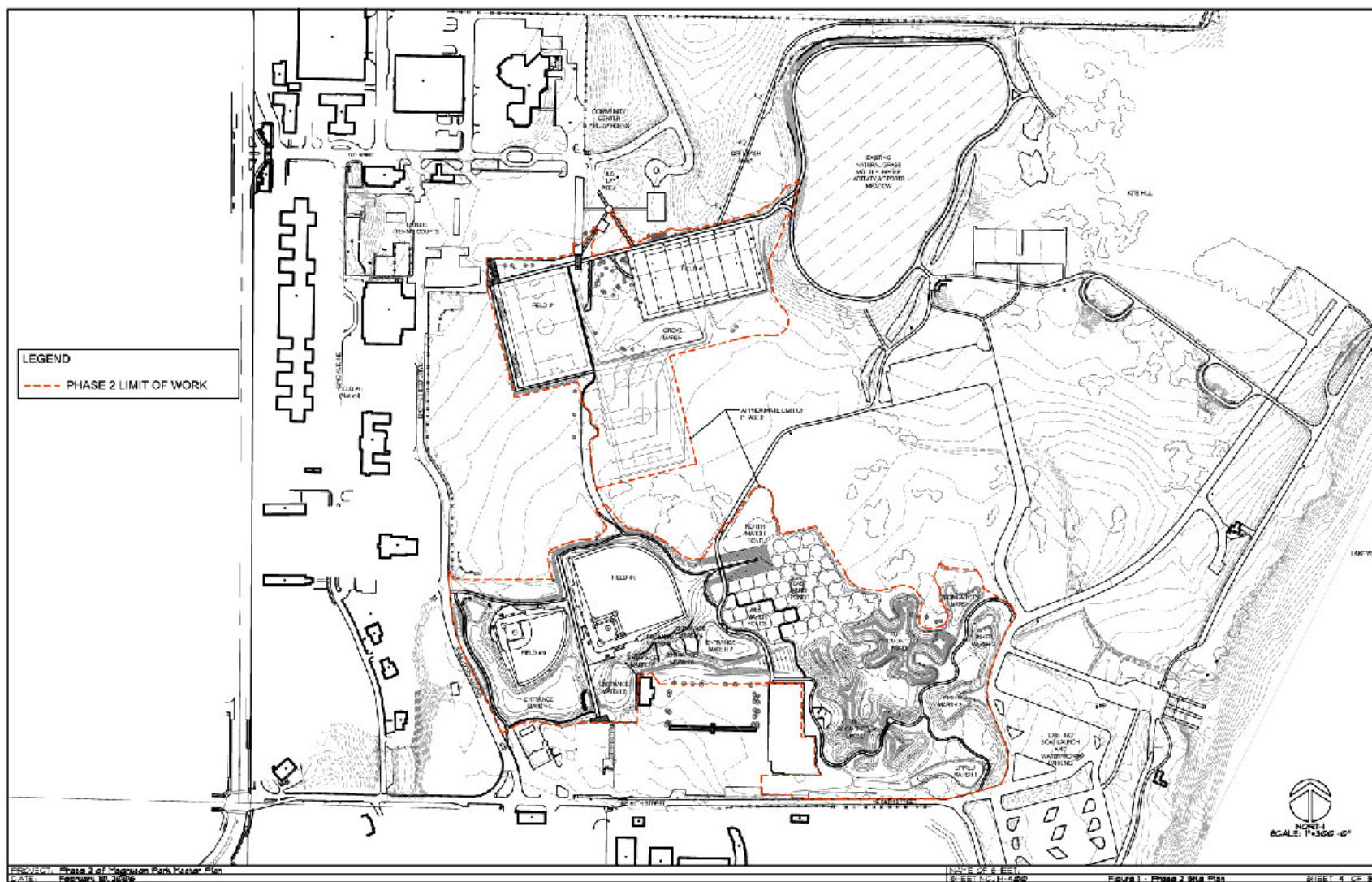


Figure 2: Phase 2 boundaries in Context of Existing Conditions